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ABSTRACT

These guidelines from the Oregon Department of Education are based on the rationale that all students should be afforded equal opportunities to access guidance and counseling programs. The materials deal with educational, career, and personal development for elementary and secondary school students. The purpose of these guidelines is to assist local school boards in designing programs which meet state standards as well as district program requirements. Definitions and steps for program implementation are detailed and the roles of specific staff members including counselors, teachers, administrators, secretaries, and aides are outlined. The appendix contains examples of three checklists that can be used to help determine school district compliance with state laws. (JAC)

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Standards Guidelines

GUIDANCE AND COUNSELING
OAR 581-22-702

April 1981

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FOREWORD

In February 1980 the State Board of Education adopted revised standards for Oregon's public elementary and secondary schools. Most changes reflect the need for more precision and clarity learned from several years' experience with the various Oregon Administrative Rules.

These guidelines address Oregon Administrative Rule 581-22-702, Guidance and Counseling. Interpretations of the rule and practices which school districts have found to be effective when implementing a guidance and counseling program are described.

Please keep in mind that the guidelines reflect the experience and philosophy of those who have worked with implementing this rule over the past few years. As districts design and refine programs to reflect OAR 581-22-702, the guidelines will be revised to reflect their experience. Districts are free to proceed in their own way to develop programs which best suit local needs, yet meet the requirements of the rule.

Department of Education guidelines which speak to other standards issues include:

The High School Diploma and Alternative Awards

Units of Credit

Competence Requirements

Safety in Oregon Schools

Questions should be directed to the Student Services Section of the Department of Education, 378-5207, or toll free in Oregon 1-800-452-7813.

Verne A. Duncan
State Superintendent
of Public Instruction

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GUIDANCE AND COUNSELING

The Standard*

Guidance and Counseling

581-22-702 (1) District Guidance and Counseling

Each school district shall provide a coordinated guidance and counseling program to support the educational and career development of students. The district shall:

(a) Adopt guidance and counseling program goals which assist students to:

- (A) Develop decision-making skills,
- (B) Obtain information about self,
- (C) Understand the educational opportunities and alternatives available to them,
- (D) Establish tentative career and educational goals,
- (E) Accept increasing responsibility for their own actions,
- (F) Develop skills in interpersonal relations, and
- (G) Utilize school and community resources;

(b) Specify instructional, guidance and counseling activities for the achievement of the goals;

(c) Assign guidance and counseling responsibilities to each school and to the appropriate personnel; and

(d) Evaluate guidance and counseling programs for all grades.

(2) School Guidance and Counseling

Each school shall provide a guidance and counseling program which:

- (a) Specifies goals including those assigned to the school district program;
- (b) Identifies staff responsibilities and instructional, guidance and counseling activities to achieve guidance program goals;
- (c) Identifies each student's guidance and counseling needs; and
- (d) Assists each student to develop an educational plan in grades 9-12 which identifies a tentative career goal and reviews the student's progress at least annually; and
- (e) Assigns each student to a certificated staff member for individual support and advice.

(3) Guidance Staff Assignments

Each school district shall maintain a guidance staff which promotes effective guidance practices consistent with the district's expected guidance program outcomes. In determining staffing for the program, the following shall be considered:

- (a) The number of students assigned to a certificated counselor;
- (b) The number of aides or clerical staff assigned to the guidance program; and
- (c) The extent to which the staffing pattern varies from general statewide practices.

From Standards to a Comprehensive Program

The purpose of these guidelines is to assist local school districts as they design counseling and guidance programs which meet the requirements of Oregon's Standards for Public Schools. Each school within a district may form a program which addresses district program requirements as well as state standards.

*Effective Date: September 1981

The standards merely establish a set of goals and program requirements that are to be common to all districts. While these guidelines focus on the standards and necessary prerequisites, comprehensive guidance programs will provide services and activities that are beyond state requirements. The majority of districts already have established the fact that mere compliance with the standards is not enough to provide for a smoothly functioning school which serves the needs of its students, parents and community. In addition to the texts in general use on guidance, the Department of Education is planning a Guidance Program Manual which will offer suggestions when developing a comprehensive program.

Definitions

The following definitions reflect federal legislation, Department of Education guidelines and generally accepted publications on the subject of guidance.

- Counseling-- A process conducted by a professional counselor in face-to-face or group settings to assist the student for the purpose of resolving or better understanding a problem, or planning and carrying out a course of action (one of the basic components which constitute a program of school guidance services).
- Guidance Program-- A program provided by or under the leadership and supervision of a professional counselor, involving teachers, school and community resource personnel and parents to assist students in their educational, career and personal-social development. A developmental guidance program designed for all students includes, but is not limited to, prevention activities, counseling, information, placement assistance, assessment and designed follow-up procedures.
- Career Guidance-- That portion of the guidance program which deals with an individual's development in awareness, exploration, preparation and selection of career (occupational) alternatives. It focuses on the producer role, but also relates to other life roles.
- Vocational Guidance-- That portion of the guidance program which deals with an individual's development in exploration, preparation, selection and placement resulting in paid or unpaid employment, or additional preparation for a career requiring other than a baccalaureate or advanced degree.
- Teacher-Advisor-- A certificated staff member who is knowledgeable in each aspect where information and advice is offered and who is skilled in delivering the advice and giving the support required by the student recipient.
- Career Education-- A process for improving educational programs to enhance student understanding of and preparation for work and continued career development.

Career Development-- The exploration of personal interests and abilities with regard to career selection, and the development of tentative career goals.

Instructional Program-- A series of interrelated activities at any combination of grades K/1-12 which, as its primary function, assists students to acquire knowledge, skills and understanding of concepts and practices common to the subject area. In short, instructional programs form the curriculum (e.g., math, science, art, music, etc.)

Recommended Steps for Implementation

The following suggested steps for developing a program which meets the intent of the state standards reflect the experience of a number of school districts.

A. At the School District Level (OAR 581-22-702(1))--

1. Develop an introductory statement describing the district's philosophy on guidance and counseling.

It is helpful to identify beliefs of staff and community which may relate to one or more aspects of the counseling and guidance program. Representatives of various points of view within the staff and community should be involved in reviewing and adopting the philosophy statement. Because of the great diversity among individuals, the district officials may have to make the final decision about the statement. It is important to consider viewpoints held by the community. The district will then be able to make appropriate judgments concerning activities conducted and services provided.

2. Decide how to coordinate the program and develop a statement incorporating the details.

Districts throughout the state have developed a variety of methods to coordinate programs. Larger systems or more comprehensive programs will need a full-time coordinator.

Consider the size of your district, the scope of the program, and financial and other resources, and then select one of the following options:

- a. Assign a full-time coordinator with standard personnel services certification.
- b. Assign coordination as part of the duties of a district level administrator.
- c. Assign coordination as a part-time responsibility to a certificated counselor.

- d. Appoint a guidance coordination committee.
- e. Use any combination of the above.

Develop a job description, outlining specific responsibilities with timelines.

- 3. Develop goals for the district's program, consistent with OAR 581-22-702. Process goals and product goals are used most commonly for guidance and counseling programs:

Process goals emphasize that the activity will be conducted and assume that the student will learn; e.g.: "The student will be assisted in developing decision-making skills."

Product goals emphasize the outcome to be obtained; e.g.: "The student will demonstrate effective decision-making skills."

Both types of goals are found in many programs and either is acceptable. Measurable indicators should be used. Evaluation of the program is keyed to the goals as written.

- 4. Describe district activities to reach the guidance program goals: guidelines will allow staff members to choose activities or techniques with assurance that they fall within accepted limits. The district's guidance philosophy should be used as a constant reference.

The following, with variations, have been utilized by districts in the state as their guidelines:

a. Instructors

Utilize only commercially prepared materials.

Utilize only the activities included in the district's guidance curriculum publication.

Use only activities which have been reviewed and approved by the principal, or the guidance coordinator, or the district guidance committee.

Use only activities that the staff member has been trained to use in a district-sponsored and/or -approved seminar, workshop or graduate level course.

b. Guidance Conducted by Teacher or Counselor

Refer to and observe instructor guidelines.

Use group activities only.

Use activities that are developmental only.

Use activities that relate directly to district goals.

Use only activities that are related to identified student needs.

c. Counselors

Use generally accepted counseling techniques only.

Use group counseling techniques.

Use individual counseling techniques.

Any technique except _____. (While the wording used here is not desirable, it may be needed if a specific technique causes extremely negative reaction in a community.)

None of the above are mutually exclusive; they are found in every combination.

5. Assign responsibilities for all aspects of the district program. Some may be assigned to the school and thus individual school principals, others to specific individuals both in the district office and each school, and still others to specific positions such as principal, math teacher, counselor, guidance aide, etc.

The following responsibilities must be assigned:

- District coordination
- Organization in each school
- Conduct of the individual guidance needs identification
- Building level coordination responsibility
- Teacher responsibility in the guidance program
- Program evaluation
- Implementation process, including development of timeline when needed
- Program development and/or refinement
- Person to receive reports, etc.

6. Describe the process to be used to evaluate the guidance program for each grade level. The most effective evaluations will include, but not be limited to, the following components:

- Timeline
- For each activity:
 - a) Resources--time, space, etc.
 - b) Availability of trained personnel
 - c) Was the activity conducted? If not, why not?
 - d) Was the objective reached? If not, why not?
- Were all students served:
 - a) Individually?
 - b) In groups?
 - c) In class?
 - d) In a combination of the three?
- Was the program adjusted to meet the identified needs? If not, why not?
- What was the impact on:
 - a) Staff?
 - b) Community?
 - c) Students?
- Was effective use made of aides and other support staff?
- Was the load balanced among the providers of services?
- What administrative backing was apparent?
- To what extent was the teaching staff involved in the program planning, implementation and evaluation?

Some districts use a sampling technique to collect evaluation data. An annual evaluation has been found to be the most useful in modifying the program.

- The intended use of the evaluation should be described in the district program. The most common uses of evaluation are to modify the program, to allocate or reallocate resources, and to inform the board or the community.

B. At the School Level (OAR 531-22-702(2))--

Each school in the district must provide an organized guidance and counseling program. However, the single-building district will be able to incorporate the steps suggested below into the preceding steps, and develop a single document. Districts with more than one school must develop a plan for each school; otherwise, one plan applied to several schools suggests a lack of responsiveness to school needs.

1. Identify the guidance program goals to be addressed in the school. The district program, when assigning responsibilities to the school, may determine specific goals for specific grade levels. However, a goal is not necessarily the exclusive province of one grade. Many districts are identifying a scope and sequence of goals and activities to accomplish the guidance program goals.

Include goals and/or objectives which apply uniquely to that school, considering such causal factors as desegregation, refugee students, location within the district, unusual curricular structure, etc.

2. Identify the responsibilities of each staff member in the school program. Some schools have infused their instructional guidance program activities into the curriculum and identified the responsibilities by department or course. Example: of eight activities related to setting tentative career goals, assignment of three to tenth grade English; i.e.,

Objective 4--Setting Tentative Career Goals

- (b) Develop a resume which includes....
- (c) Write three letters to unions, schools or professional organizations requesting....
- (d) Utilizing three sources, write a paper describing and advantages, disadvantages and...of a career in which you are interested.

Each of the above activities can be included as part of units often found in writing classes. Activity (b) might be found in an autobiography unit, activity (c) might be found in a letter writing unit, and activity (d) might be found in a research unit. Activities (a), (e), (f), (g), and (h) would be assigned to other required courses.

While not specified by the standards, many districts have found that identifying the dates and times for each activity is helpful in program evaluation.

3. Describe how the guidance and counseling needs of each student will be identified. The school must identify the guidance and counseling needs of each student, in relation to the district and school guidance program goals. Needs may be identified on an annual basis, on a rotating basis, or on the basis of a different goal each month.

If a needs identification instrument is used, it is helpful to keep in mind that students usually will answer about 50 questions before they begin to give less thought to their responses. Many counselors have utilized a process which identifies the needs in two goal areas, using three or four questions for each. The next goal area is examined several months later, after objectives related to the first set of needs have been determined.

4. Design a system to assist each student in grades 9-12 in developing an educational plan and in setting a tentative career goal. Annually review with the student, on a one-to-one basis, both the plan and goal, and determine the student's progress in reaching the same. A recordkeeping system will be needed. In determining compliance with this rule, student records are usually examined.
5. Assign each student to a certificated staff member who provides both advice and timely support. Certificated staff may include administrators, teachers, and support staff. It is difficult to provide advice and support in a timely manner to each student when the counselors alone attempt this phase of guidance support. Many schools have found the teacher-advisory system to be the best way to accomplish the yearly review of the career goal and educational plan. The successful implementation of a teacher-advisory system requires planning, inservice, continuous support, and administrative commitment.

C. Guidance Staff Assignments (OAR 581-22-702(3))--

Counselors: When determining the number of certificated counselors needed to provide service to students, the district must consider the nature of the activities to be conducted in reaching district program goals. It is expected that a staffing pattern will be maintained which, under reasonable circumstances, should be able to reach the program goals. The nature of the activities conducted and staffing needed to carry them out will cause the ratio of counselors to students to vary from district to district.

The counseling portion of the program cannot be expected to be done without certificated counselors. Contracting with mental health agencies and utilizing available secondary counselors have been the methods most often used to provide elementary children with counseling on an "as-needed" basis. Schools in Oregon have been moving steadily toward providing full-time counseling services for elementary children.

Teachers and Administrators: Districts can accomplish many guidance program goals by involving teachers, administrators and other support staff in the program. The teacher-advisor system has been widely acclaimed as the best means of providing advice and support to students in a timely manner. The advisors provide advice and support but refer students needing counseling to the counseling staff.

Secretaries and Aides: Many activities in the guidance program may be conducted with the aid of trained assistants. Providing adequate clerical help will free the counselors and teachers to conduct the activities for which advanced training is required. It is cost-efficient to utilize clerical aides for recordkeeping, simple schedule changing and other tasks which do not call for graduate level training.

General Statewide Practices

The term "general statewide practices" in OAR 581-22-702, Guidance and Counseling, reflects the State Board of Education's concern about adequate staffing patterns to achieve guidance and counseling goals and meet the needs of individual students. Basic school support funds are provided for the "improvement and support of standard elementary and secondary schools and to equalize educational opportunity." A practice that would fall short of providing students with programs and services normally provided to students in other districts would not meet state standards.

To assure district compliance with "general statewide practice," answers to a number of questions are needed; e.g.:

1. What level of training is necessary to conduct specific activities designed to reach program goals?
 - Can a teacher conduct the activity?
 - Can an aide under supervision conduct the activity?
 - Can only a counselor conduct the activity?
2. How much time is necessary to conduct specific program activities?
3. After conducting specific activities, will additional activities be needed for the students who have not reached the level of expected performance? For instance, will individual counseling be provided for students unable to make course selections after participating in a large group or classroom presentation on choosing next year's schedule?
4. Are community resources available to provide the desired level of counseling if the district's resources are limited?
5. What level of help is most desirable for students if resources can be found?
6. What level of services does the community expect (because of tradition or other factors)?

After determining answers to the above questions, the district is ready to be specific regarding staff allocations for the guidance program. Although it may have shortcomings, districts have traditionally expressed staffing needs in terms of a target ratio of students to each certificated counselor and number of secretaries and aides assigned.

The district program and each school plan must identify:

- The number of students assigned to a certificated counselor;
- The number of aides or clerical staff assigned to the guidance program; and
- The extent to which the staffing pattern varies from general statewide practices.

Determining general statewide practices is difficult because the practices themselves are subject to change. The Oregon Department of Education maintains annual data on the number of full-time counselors at each level, the mean student load and the range of student-to-counselor load. The Department staff also provides the above data in relation to district size. Furthermore, the professional guidance associations recommend staffing ratios as do most accrediting associations.*

Elementary schools also must provide a counseling and guidance program, although an effective ratio determined by statewide practices is even more difficult to identify. If a counselor is not provided, the school should secure adequate services through ancillary personnel, community resources, school staff or other means to meet the counseling and guidance needs of their students.

*Northwest Association of Schools and Colleges recommends a ratio of 1 to 400 at the secondary level.

American Personnel and Guidance Association recommends a ratio of 1 to 250 for all grade levels.

SAMPLE POLICY NO. 5900--
GUIDANCE AND COUNSELING

5910 Authority "Each school district shall provide a coordinated guidance and counseling program to support the educational and career development of students...." (OAR 581-22-702)

5920 Definitions Counseling--A process conducted by a professional counselor in face-to-face or group settings to assist the student for the purpose of resolving or better understanding a problem, or planning and carrying out a course of action (one of the basic components which constitute a program of school guidance services).

Guidance Program--A program provided by or under the leadership and supervision of a professional counselor, involving teachers, school and community resource personnel and parents to assist students in their educational, career and personal-social development. A developmental guidance program designed for all students includes, but is not limited to, prevention activities, counseling, information, placement assistance, assessment and designed follow-up procedures.

Career Guidance--That portion of the guidance program which deals with an individual's development in awareness, exploration, preparation and selection of career (occupational) alternatives. It focuses on the producer role, but also relates to other life roles.

Vocational Guidance--That portion of the guidance program which deals with an individual's development in exploration, preparation, selection and placement resulting in paid or unpaid employment, or for additional preparation for a career requiring other than a baccalaureate or advanced degree.

Teacher-Advisor--A certificated staff member who is knowledgeable in each aspect where information and advice is offered and who is skilled in delivering the advice and giving the support required by the student recipient.

Career Education--A process for improving educational programs to enhance student understanding of and preparation for work and continued career development.

Career Development--The exploration of personal interests and abilities with regard to career selection, and the development of tentative career goals.

Instructional Program--A series of interrelated activities at any combination of grades K/1-12 which, as its primary function, assists students to acquire knowledge, skills and understanding of concepts and practices common to the subject area. In short, instructional programs form the curriculum (e.g., math, science, art, music, etc.).

5930 Rationale

A comprehensive guidance and counseling program shall provide for the needs of all students in the district. It shall be preventative and developmental in nature, designed to produce specific student outcomes in each goal area. Provision also shall be made for addressing immediate problems and crisis situations such as potential suicides, pregnancy, discipline and other adjustments related to success in school.

All teachers shall be involved in the classroom in a sequential guidance instruction program. Other support staff as well as teachers shall be involved in a teacher-advisor program specifically designed to meet the unique needs of the students and patrons of this district.

5940 Procedures

The superintendent shall be responsible for developing, implementing and evaluating a program which meets the requirements of state standards. Each principal shall be responsible for the building-level program. This includes providing sufficient staff to carry out the district program.

The target ratio of counselors-to-students in this district is: 1 to 300 at the high school; 1 to 350 at mid-high school and 1 to 450 in each elementary school.

The superintendent shall report on the status of the guidance program implementation and progress toward the target staffing ratio at least once each year to the board.

APPENDIX

The following three checklists furnish data which helps to determine school district compliance with OAR 581-22-702.

Oregon Department of Education
Student Services
Salem, OR 97310

Guidance and Counseling Standard 581-22-702(1)
District Guidance and Counseling

District _____

Interviewee _____

Interviewer _____

Guidance and Counseling/District

1. ☐ yes ☐ no The district maintains a program in guidance and counseling as evidenced by a written program description.
2. ☐ yes ☐ no Individuals with responsibility for any portion of the program have a copy of that portion and a copy is available for public inspection. This is one evidence of program maintenance.
3. ☐ yes ☐ no The written program contains a description of the coordination procedures.
4. ☐ yes ☐ no Evidence of program coordination is provided. This may include copies of agendas, memos and/or minutes.
5. ☐ yes ☐ no Each of the seven goals in the standard are included in the district program.
6. ☐ yes ☐ no Instructional activities for achieving the guidance goals are included in the written program, such as student reviews, instruction on how to make decisions.
7. ☐ yes ☐ no The procedures for including guidance activities are in the written program. If a district sets limits on types of activities, this is where the limits should appear. For example, the following statement sets limits: "The instructional staff and counselors will use guidance activities that have been reviewed by the guidance committee and are listed in the district guidance curriculum handbook."

8. ☐ yes ☐ no

The procedures for counseling activities to be used are in the written program. A statement such as the following is found in many programs: "The counselors will use counseling techniques taught in state approved counselor training institutions and in workshops generally attended by certified school counselors."

9. ☐ yes ☐ no

The written program assigns responsibilities to a) each school and b) appropriate personnel. Records, directives or memos are available if the latter procedures are used. Typical assignments include: district coordination, building coordination, program evaluation, inservice training responsibilities, responsibility of instructional staff, and who is responsible to assure that all parts of the district program are implemented.

10. ☐ yes ☐ no

Evidence is provided that the district has evaluated the guidance and counseling program at all grades. Evidence that the district has implemented this requirement might include completed evaluations. Completed evaluations should be specific to all grades and should cover each school in the district.

Oregon Department of Education
Student Services
Salem, OR 97310

Guidance and Counseling Standard 581-22-702(2)
School Guidance and Counseling

School _____

Interviewees _____

Interviewer _____

Guidance and Counseling/School

1. ☐ yes ☐ no A written plan for the guidance program is available to and followed by each individual with a guidance responsibility in the building. When plans cannot be located or when the individual cannot show how his or her activities are part of the plan, then the answer to this item is no.
2. ☐ yes ☐ no Each goal or the specifically assigned goals for the building grade level are in the written plan.
3. ☐ yes ☐ no The guidance responsibilities of each staff member in the building are clearly described.
4. ☐ yes ☐ no The responsibilities conform point by point to those listed in the district program. The building may have assignments beyond the district program, but must include all those from the district program.
5. ☐ yes ☐ no The plan identifies methods used to identify the student's guidance need.
6. ☐ yes ☐ no Evidence is available which shows the needs of each student. Schools will approach this in a variety of ways.
7. ☐ yes ☐ no A written educational plan is maintained for each student, grades 9-12, which identifies both the student's career goals and the academic plans to reach the goal.
8. ☐ yes ☐ no There is a written record that the advisor assigned to the student reviewed the plan with the student at least once each year.
9. ☐ yes ☐ no Interviews with students substantiate that the review was held.

10. ☐ yes ☐ no A record is available indicating which staff member each student is assigned to for individual advice and support. Assigning students to counselors only will meet the letter but not the spirit of the rule. Timely advice and support as well as casual access is the spirit of this requirement.

Oregon Department of Education
Student Services Section
Salem, OR 97310

Guidance and Counseling Standard 581-22-702(3)
Guidance Staff Assignments

District/School _____

Interviewee _____

Interviewer _____

Guidance Staff Assignment

This standard is the most difficult for the standardization team because it utilizes the term "effective guidance practices" in relation to the expected program outcomes. Therefore, the team must utilize the expert judgment of the member rating this standard and his or her expert opinion as to whether the personnel of the district--with the time available, techniques and activities used, and the training level of the personnel--can be reasonably expected to achieve program objectives with the number of students assigned.

The 1979-80 statewide mean ratio was: High School - 1:250.5
Middle School - 1:307.1
Elementary School - 1:613.28

The 50+ child development specialists were not included in the calculations. Therefore, the actual ratio is higher than national professional recommendations.

1. ☐ yes ☐ no The number of students assigned each counselor is better than or near the statewide norm.
2. ☐ yes ☐ no Aides and clerical staff are assigned in sufficient number to assist in program tasks not requiring counselor training.

The ratio for the district is: _____

The ratio for the high schools is: _____

The ratio for the middle schools is: _____

The ratio for the elementary schools is: _____

The number of full-time aides is: _____

The number of full-time secretarial staff is: _____